

Final Plan for New Jersey's Administration of the 2004 Small Cities Community Development Block Grant Program



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www.nj.gov/dca/dhcr/smallcities.htm

Small Cities Community Development Block Grant Program

2004

Administered by the New Jersey Department of Community Affairs

For Information Concerning
The Small Cities CDBG Program
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www.nj.gov/dca/dhcr/smallcities.htm

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Attachment A: Application Review Form

2004 Eligible Small Cities Municipalities and Counties (With Municipal Distress Index (MDI) Ranking)

Summary Information

2004 Total Allocation		\$ 9,405,026
State Administration Technical Assistance	\$ 288,100 \$ 94,050	
2004 Funds		\$ 9,022,876
Emergency Housing Repair	\$ 75,000	
Employment Development	\$1,000,000	
Innovative Development	\$1,000,000	
Housing Rehabilitation	\$4,000,000	
Public Facilities	\$2,947,876	
2004 108 Loan Authorization		\$8,945,000

Application Submission Schedule

Emergency Housing Repair Fund	Applications accepted throughout the program year.
Employment Development Fund and Innovative Development Fund	Applications accepted throughout the year by invitation from the Department of Community Affairs (DCA) following preapplication approval.
Housing Rehabilitation Fund	Applications accepted throughout the program year with priority given to applications received in September 2004.
Public Facilities Fund	Applications must be submitted no later than September 3, 2004.
108 Loan Program	Applications accepted throughout the program year by the New Jersey Economic Development Authority.

Objectives

State Conformance To National Objectives

The State of New Jersey will be guided by applicable federal rules and regulations in carrying out the Small Cities Community Development Block Grant (CDBG) program. All project activities must meet one of the three national program objectives set forth in the Housing and Community Development Act of 1974, as amended:

- To undertake community development activities that principally benefit persons of low and moderate income;
- 2. To prevent or eliminate slums and blight;
- 3. To meet urgent community development needs for which no other resources are available.

The State of New Jersey certifies that not less than 70 percent of the funds will be used for activities that benefit persons of low and moderate income. Low and moderate income is defined in the New Jersey Small Cities CDBG Program as the income of "lower income" families as set forth in the Section 8 Assisted Housing Program of the US Department of Housing and Urban Development (US HUD). The US HUD provides applicable standards, and the standards are included in application instructions distributed to all eligible units of local government.

State Program Objectives

- 1. Support housing rehabilitation programs that maintain the supply of safe, decent, and affordable housing.
- 2. Support and encourage efficient patterns of community development, redevelopment, and capital funding by giving priority to proposals that address documented health and safety concerns and further the policies set forth in the *State Development and Redevelopment Plan*.
- 3. Encourage innovative proposals that combine job creation, housing improvement, and other eligible activities to renew designated revitalization areas.
- 4. Encourage the development of facilities needed to support welfare to work programs such as job training and child and elder care.
- 5. Support and encourage neighborhood revitalization efforts identified in locally developed plans and strategies.
- 6. Improve the availability and adequacy of essential public facilities, and remedy serious deficiencies in areas that principally serve people of low or moderate income.
- 7. Support community and economic development activities that expand business enterprises and increase job opportunities for the unemployed and for people of low or moderate income.
- 8. Ensure that municipalities have the capacity to implement community development programs and maintain community development improvements.
- 9. To support community development projects of particular urgency where existing conditions pose a serious and immediate threat to the health or welfare of the community, and where other financial resources are unavailable.

Distribution Of Allocation

Contingent on the US HUD's final approval of the State's Consolidated Plan, the distribution of CDBG funds will be as set forth below.

Administration and Technical Assistance

Administration \$288,100

The State is permitted to retain an amount equal to 2 percent of the grant award plus \$100,000 to cover costs associated with the State's administration of the CDBG program.

Technical Assistance

\$ 94,050

The State may distribute up to \$94,050 for technical assistance and program guidance to non-entitlement municipalities and counties. Such assistance will be consistent with federal guidance.

Funds

Emergency Housing Repair

\$ 75,000

The Emergency Housing Repair Fund has been established to correct emergency conditions in owner-occupied housing where the owner is income-eligible and unable to obtain assistance from any other public or private source. Assistance will be provided on a first-come, first-served basis to the extent funds are available.

The maximum grant award in this category will be \$5,000. However, the DCA will consider exceeding this ceiling if the applicant presents compelling reasons to do so. Prospective applicants are required to contact the Grant Development & Contact Administration Unit before submitting a proposal for assistance.

Employment Development

\$1,000,000

This fund provides assistance to projects that will generate new employment opportunities for people of low and moderate income. These projects may include loans to for-profit enterprises and the financing of infrastructure improvements or extensions that support private investment in new production facilities and/or equipment.

Upon a favorable assessment of the pre-application, eligible municipalities will be invited to submit a full application. Grants may not exceed \$400,000 unless compelling reasons to do so are set forth by the applicant and accepted by the DCA.

Innovative Development

\$1,000,000

This fund provides assistance for activities that meet one of the three Statutory Objectives, but that do NOT qualify for consideration under any of the other Small Cities Funds. Examples include land acquisition in support of new housing construction for low-income people and assistance to first-time homebuyers.

Innovative Development Proposals (IDPs) will also be considered in this category. IDPs must consist of more than one eligible activity (excluding administration or planning). The activities proposed must be carried out within the same time period and must be directly related to the implementation of a locally approved redevelopment strategy. Consultation with the Small Cities Program Administrator is encouraged before preparing a formal application.

Grants may not exceed \$400,000 unless compelling reasons for exceeding that amount are set forth by the applicant and accepted by the DCA.

Housing Rehabilitation Fund

\$4,000,000

This fund will be used for activities that improve the condition of affordable housing in New Jersey. County-managed programs may be awarded up to \$500,000. Multi-jurisdictional programs may receive grants of up to \$350,000. Awards to programs serving only one municipality may not exceed \$200,000.

Public Facilities Fund

\$2,947,876

This fund is established to assist units of local government to construct or improve essential public facilities that will primarily benefit people of low and moderate income. The maximum grant awarded in this category will be \$400,000. However, this maximum may be exceeded if compelling reasons are presented and accepted by the DCA.

108 Loan Program

The 108 Loan Program authorizes the State to extend financing to commercial projects and to real estate and industrial businesses with a proven ability to expand. The 108 Program funds may be used for fixed-asset financing; for land, construction or renovation; for machinery and equipment; or for working capital. Such loans may be provided for up to 90% of the total fixed-asset financing.

The terms of the loans are a maximum of 20 years for real estate, 10 years for machinery and equipment, and 6 years for working capital. The interest rate is fixed at 200 basis points above the rate charged to the State by HUD, except for projects located within a Federal Empowerment Zone. In such locations the interest rate is 175 basis points above the rate charged to the State by HUD. The purpose of the 108 loan program is to stimulate private sector investment and to retain and create permanent job opportunities for people of low and moderate income residing in eligible units of local government. The project may also qualify if it produces a vital service consistent with one of the statutory objectives of the CDBG program.

Available Lending Authority = \$8,945,000

NOTE: The New Jersey Economic Development Authority (NJEDA) administers the 108 Loan Program. More information may be obtained by contacting NJEDA at 609/292-1800.

Matching Requirements

Units of local government seeking assistance from the Employment Development Fund, the Innovative Development Fund, the Public Facilities Fund, and the Housing Rehabilitation Fund may be required to commit a percentage of the grant request, based on the applicable Municipal Distress Index ranking (MDI Rank). The matching share is determined as follows:

MDI Rank	Matching Share
0 to 100	10%
101 to 200	20%
201 to 300	30%
301 to 400	40%
401 and above	50%

The MDI rank for each Small Cities-eligible unit of government is provided in the Appendix. Where more than one municipality is participating in the proposed project, the matching requirement will be determined by combining the MDI of each participant and dividing by the number of participating municipalities.

Where in-kind services will be used, identified costs borne by the applicant must be consistent with established DCA standards as set forth in the applicable application guide. The matching fund requirement shall not apply to Emergency Housing Repair assistance and may be waived for Employment Development Fund and Innovative Development Fund projects, when compelling reasons are accepted by the DCA.

Number Of Applications

Applicants may apply for one Housing Rehabilitation grant and one Public Facilities grant per year. Applications for Employment Development grants and Innovative Development grants may exceed one application per year. However, the Department retains the discretion to award only one grant a year per jurisdiction.

Reallocation of Funds

The DCA may transfer funds (including those recaptured from cancellations or closeout balances and program income) among funding categories based on demand for assistance demonstrated by the number of applications received.

Evaluation Criteria

Emergency Housing Repair

Funding to correct emergency conditions in owner-occupied housing units may be requested at any time throughout the funding year and will be evaluated according to the following considerations:

- 1. Compliance with a statutory National Objective.
- 2. Documented needs and costs.
- 3. Certification that other public or private funding sources are not available.
- 4. Date of submission.

108 Loan Program

Applications for 108 loans are evaluated by the New Jersey Economic Development Authority to determine compliance with applicable federal statutes and regulations, with State program objectives and for credit worthiness.

Community Development and Housing Needs Statement

To be considered for assistance from any Small Cities fund (with the exception of the Emergency Housing Repair Fund and the 108 Loan Program), the applicant must provide a *Community Development and Housing Needs Statement*. This statement must include at least three components – community development needs, housing needs, and status of applicable land use plans. Instructions for preparing this document are set forth in the application guide for each Small Cities Fund.

Employment Development

This fund provides assistance to projects that will retain or create employment, primarily for people of low and moderate income. The number of jobs created or retained, funds leveraged, and links to training programs may be considered. Proposals that involve the lending of Small Cities CDBG funds to for-profit businesses must be structured to comply with guidance set forth in the Housing and Community Development Act of 1974, as amended, implementing regulations and memoranda issued by the US HUD. The amount of funding requested and the terms of any loans made must reflect the necessity for subsidized financing and the social and economic benefits to be derived.

Small Cities CDBG funds may not be the primary source of financing used by for-profit enterprises. Applicants must also demonstrate that special reasons justify Small Cities CDBG assistance. All direct assistance to for-profit enterprises will be in the form of a loan, the terms of which shall be negotiated by the parties involved and approved by the DCA.

Innovative Development

To qualify for funding, applicants must document that the problem to be addressed and/or the remedy proposed fall(s) outside the scope of other funding categories. Consultation with Grant Development and Contract Administration staff prior to the submission of a formal request for assistance is required.

Housing Rehabilitation and Public Facilities

All proposals will be subject to the following review process. Utilizing a standardized Application Review Form (Attachment A), staff of the Grant Development and Contract Administration Unit will review all applications to determine if threshold requirements are met. Applications that fail to meet **any** threshold requirement will not be funded. Those that do meet all threshold requirements will then be scored based upon the following criteria:

Municipal Distress: The relative need of an applicant will be evaluated by using the Statewide Municipal
Distress Index (MDI), which appears in the appendix. The indices are used by State agencies in allocating
need-based assistance to municipalities. Applicants may receive up to 100 points as follows:

MDI Rank	Score
0 to 100	100 Points
101 to 200	80 Points
201 to 300	60 Points
301 to 400	40 Points
401 and above	20 Points

• Readiness to Proceed: The degree to which an applicant is ready to proceed with the proposed project will be evaluated as follows: Applications that include resolutions for citizen participation and affirmatively furthering fair housing, a grant management plan, an environmental review record, matching funds certification, and (for Housing Rehabilitation applications only) an adopted policies and procedures manual will receive 30 points. Housing Rehabilitation applications that, in addition to the above items, include a list of income-eligible housing units to be improved, with biddable work write-ups for each unit, will receive an additional 70 points. Public Facilities applications that, in addition to the above items, include biddable plans and specifications, will receive an additional 70 points.

All applications, along with the Application Review Form, will be forwarded to necessary parties, including, but not limited to: the Director of the Division of Community Resources, the Assistant Commissioner, the Office of Smart Growth, the Division of Local Government Services, the Division of Codes and Standards, and the Commissioner. Once reviewed, the aforementioned parties will convene to discuss the feasibility of each application and make funding decisions. Policy review considerations by this committee will include the Smart Growth implications of each proposed project, the eligibility status of the applicant's jurisdiction to apply for and receive Balanced Housing funds, the amount of funds that would be leveraged from other sources if Small Cities funds are awarded, and the number of applications received and the geographic distribution of funds throughout the State.

Technical Assistance

To the extent that resources permit, the DCA will provide technical assistance to help applicants develop strategies to address their community development needs and to prepare applications. Applicants are encouraged to request assistance well in advance of submission deadlines. In addition, Division staff will assist new grantees in implementing successful projects.

Eligible Activities

Activities assisted under the Small Cities CDBG Program are limited to the following:

- 1. Requisition of real property that is blighted, appropriate for rehabilitation, appropriate for preservation as a historic site, or used for provision of public works or other public purposes.
- 2. Acquisition, construction, reconstruction, or installation of public works or facilities (except buildings for the general conduct of government) and site and other improvements.
- Code enforcement in deteriorated or deteriorating areas in which such enforcement may arrest the area's decline.
- 4. Clearance, demolition, removal, and rehabilitation of buildings.
- 5. Special projects directed to the removal of architectural barriers that restrict the accessibility of the elderly and handicapped.
- 6. Payments to housing owners for losses of rental income incurred in holding units for relocated individuals and families displaced by activities under the program.

- 7. Disposition of real property acquired pursuant to the program.
- 8. Provision of public services if the local government has not provided such services during the 12-month period immediately preceding implementation of the program.
- 9. Payment of the non-Federal share required in connection with a Federal grant-in-aid program undertaken as part of this program.
- 10. Payment of the cost of completing a project funded under Title I of the Housing Act of 1949.
- 11. Relocation payments for displaced individuals, families, businesses, and organizations.
- 12. Activities necessary to develop a comprehensive community development plan and to develop a policyplanning-management capacity to enable the recipient to more effectively administer the program.
- 13. Payment of reasonable administrative costs.
- 14. Activities carried out by public or private non-profit organizations including:
 - a. Planning
 - Acquisition, construction, reconstruction, rehabilitation, or installation of public facilities (except for buildings for the general conduct of government), site improvements, and utilities and commercial or industrial buildings or structures.
- 15. Assistance to non-profit organizations serving non-entitlement areas, local development corporations or entities organized under the Small Business Investment Act of 1985 to carry out a neighborhood revitalization or community economic development or energy conservation projects, including the development of shared housing opportunities for the elderly (other than by construction of new facilities).
- 16. Activities necessary to the development of a comprehensive community-wide energy-use strategy.
- 17. Assistance to private, for-profit entities, when the assistance is appropriate to carry out an economic development project.
- 18. Rehabilitation or development of housing assisted under Section 17 of the United States Housing Act of 1937.
- Assistance to facilitate the substantial reconstruction of housing owned and occupied by low- and moderateincome persons.
- 20. Technical assistance to increase the capacity of public or non-profit entities to carry out eligible neighborhood revitalization or economic development activities.
- 21. Housing services designed to assist homeowners, tenants, and others seeking to participate in eligible housing activities.
- 22. Assistance to institutions of higher education capable of implementing eligible activities.
- 23. Assistance to public and private organizations (for-profit as well as non-profit) to facilitate the development, stabilization, and expansion of micro-enterprises.
- 24. Assistance to facilitate and expand homeownership by subsidizing interest rates, financing acquisition, guaranteeing mortgages, paying up to 50% of down payments, or paying reasonable closing costs for income-eligible people.
- 25. Activities necessary to repair and operate housing units acquired through tax foreclosure to prevent abandonment and deterioration.
- 26. Assistance to facilitate and expand homeownership by subsidizing interest rates, financing acquisition, guaranteeing mortgages, paying up to 50% of down payments, or paying reasonable closing costs for income-eligible people.

Program Income and Other Recaptured Funds

CDBG Grants

Program income will remain with the grantee when the grantee demonstrates, as determined by the State, that program income can be distributed in a timely way to carry out the same activity for a specific project in accordance with a reuse plan that has been approved by the State.

The State of New Jersey interprets the phrase "the same eligible activity" to mean that the grantee must use the income for the same activity for which it was originally funded, as taken from the list of eligible activities (see pages 7-8). For example, if the income was derived from a loan to a private firm, it must be used again for loans to private firms. This does not mean that the income may only be used for an additional loan to the same firm. Nor can "continuing the activity" be so broadly defined as to mean use for the same general purpose, such as economic development.

The State will consider exceptions to this policy on a case-by-case basis. However, in the event a grantee fails to demonstrate an acceptable reuse of program income, the State will recapture program income and distribute such funds in accordance with the provisions set forth in the applicable **Plan for Distribution**.

108 Loans

The New Jersey Economic Development Authority (NJEDA) shall charge a fixed interest rate of 200 basis points, except for projects located within a Federal Empowerment Zone. In such locations the interest rate shall be 174 basis points above the rate charged to the NJEDA by HUD. This amount is considered income to the NJEDA.

Displacement

The Small Cities CDBG Program will seek to minimize involuntary displacement of persons from their neighborhoods and homes and to mitigate the adverse effects of any such displacement on low-and moderate-income persons. The State will require applicants to assess all feasible alternatives to any activity resulting in involuntary displacement.

In the event that involuntary displacement is the only feasible alternative, the State will require that grantees comply with the requirements of the Housing and Community Development Act of 1974, as amended; the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended; and the statutory amendments implementing regulations (CFR Part 24). In addition, the State will require that grantees comply with the requirements of the New Jersey Relocation Assistance Acts (P.L. 1971, c.362 and P.L. 1967, c. 79) and the New Jersey Regulations for Provision of Relocation Assistance (N.J.A.C. 5:40-1 et seq.).

Attachment A **Small Cities Application Review Form**

Applicant:		
Project Type: Public Facilities	☐ Housing	Rehabilitation
Threshold Requirements		Comment
Does the proposal meet one of the National Objectives set forth in the Housing and Community Development Act?	☐ Yes ☐ No	☐ Benefit to Low/Moderate Income People ☐ Prevention or Elimination of Slums & Blight ☐ Urgent Need
Where Benefit to Low/Moderate Income people is claimed, indicate the source of the claim and whether		☐ Census or ☐ Survey
the claim is Area-Wide or targeted at a Special Population.		Area-Wide or Special Population
For <i>all</i> proposals, provide the jurisdiction-wide population and percentage of low/moderate income people <i>and</i> the total number and percentage of low/moderate income people who will be served by project.		
Does the proposal address at least	☐ Yes ☐ No	
one of the State Program Objectives? Are the proposed activities permitted by the Act?	Yes No	
Does the application include evidence of compliance with federal and State Citizen Participation Requirements?	☐ Yes ☐ No	
Does the proposal address at least one of the areas identified in the applicant's Statement of Community Development and Housing Needs?	☐ Yes ☐ No	
Does the application include evidence that the required local match will be met?	☐ Yes ☐ No	
Rated Criteria	2	Comment
What is the applicant's Municipal Distress Index rank (MDI)?	Score: (100 Max.)	MDI Rank:
Does the applicant claim "Readiness to Proceed"?	Yes No Score: (100 max.)	☐ Citizen Participation Resolution ☐ Fair Housing Resolution ☐ Matching Funds Certification ☐ Grant Management Plan ☐ Environmental Review record ☐ Policies & Procedures Manual (HR Only) ☐ A list of income-eligible housing units to be improved including biddable work write-ups (HR Only) ☐ Biddable Plans and Specifications (PF Only)

Small Cities Application Review Form (Cont.)

Applicant:		
Project Type: Public Facilities	☐ Hou	sing Rehabilitation
Additional Policy Considerations		Comment
Will other funds be leveraged (beyond the required match) if this grant is awarded?	☐ Yes ☐ No	
In what Smart Growth Planning Area		
is the project located?		
Describe the applicant's COAH status?		 ☐ The applicant is eligible to apply for and receive Balanced Housing Funds. ☐ The applicant is eligible to apply for, but not receive Balanced Housing funds. ☐ The applicant is not eligible to apply for or receive Balanced Housing funds
Does the application include evidence		
that an experienced and competent		
management team will implement the		
project?		
Application Scoring Summary		
Does the application meet Threshold Requirements?	Yes No	
Rated Criteria:	Score:	

2004 Eligible Small Cities Municipalities and Counties (With Municipal Distress Index (MDI) Ranking)

Atlantic County	MDI Rank	Bethlehem Township Bloomsbury Borough	500 380
Egg Harbor City	73	Califon Borough Clinton Town	484 498
Burlington County		Clinton Township Delaware Township	524 479
Beverly City Burlington City Chesterfield Township Hainesport Township Palmyra Borough	36 101 325 217 109	East Amwell Township Flemington Borough Franklin Township Frenchtown Borough Glen Gardner Borough	521 219 357 306 301
Pemberton Borough	63	Hampton Borough	233
Pemberton Township Riverside Township Wrightstown Borough	76 96 114	High Bridge Borough Holland Township Kingwood Township Lambertville City	325 375 356 418
Camden County		Lebanon Borough Lebanon Township	511 403
Gloucester City Pine Valley Borough Tavistock Borough	15 473 557	Milford Borough Raritan Township Readington Township	436 524 515
Cape May County	337	Stockton Borough Tewksbury Township	458 510
Avalon Borough	421	Union Township West Amwell Township	541 416
Cape May City Cape May Point Boroug Dennis Township	202 h 343 259	Mercer County	
Lower Township Middle Township	223 144	East Windsor Township Hightstown Borough	342 90
North Wildwood City Sea Isle City Stone Harbor Borough	170 370 455	Hopewell Borough Hopewell Township Lawrence Township	431 531 472
Upper Township West Cape May Boroug West Wildwood Borougl		Pennington Borough Princeton Borough Princeton Township	438 374 446
Wildwood City Wildwood Crest Woodbine Borough	29 254 86	Washington Township West Windsor Township	556 535
Cumberland County		Monmouth County	
Commercial Township	23	Little Silver Borough	520
Deerfield Township Downe Township	28 55	Morris County	
Fairfield Township Greenwich Township	83 21	Dover Town	27
Hopewell Township Lawrence Township	184 30	Passaic County	
Maurice River Township Shiloh Borough Stow Creek Township Upper Deerfield Townsh	44 100	Bloomingdale Borough Haledon Borough Hawthorne Borough	263 156 314
		Passaic County (Cont'd)	MDI Rank
Hunterdon County	MDI Rank	Little Falls Township North Haledon Borough	461 358
Alexandria Township	504	Pompton Lakes Borough	332

Prospect Park Borough	67	Walpack Township	195
Ringwood Borough	333	Wantage Township	311
Totowa Borough	407		
Wanaque Borough	198	Warren County	
West Milford Township	228		
West Paterson Borough	367	Allamuchy Township	401
		Alpha Borough	125
Salem County		Belvidere Town	75
-		Blairstown Township	379
Alloway Township	347	Franklin Township	244
Carneys Point Township	72	Frelinghuysen Township	389
Elmer Borough	118	Greenwich Township	360
Elsinboro Township	167	Hackettstown Town	153
Lower Alloways Creek Twp.	181	Hardwick Township	353
Mannington Township	99	Harmony Township	196
Oldmans Township	162	Hope Township	235
Penns Grove Borough	6	Independence Township	383
Pennsville Township	215	Knowlton Township	210
Pilesgrove Township	304	Liberty Township	303
Pittsgrove Township	169	Lopatcong Borough	287
Quinton Township	58	Mansfield Township	242
Salem City	34	Oxford Township	87
	262		24
Upper Pittsgrove Township		Phillipsburg Town	
Woodstown Borough	69	Pohatcong Township	201
		Washington Borough	135
0 10 1		Washington Township	340
Somerset County		White Township	327
Watchung Borough	516	Eligible Counties	
Sussex County		Cape May County	262
		Cumberland County	56
Andover Borough	269	Hunterdon County	427
Andover Township	302	Mercer County	373
Branchville Borough	334	Passaic County	267
Byram Township	437	Salem County	151
Frankford Township	326	Sussex County	290
Franklin Borough	158	Warren County	248
Fredon Township	385	,	
Green Township	423		
Hamburg Borough	267		
Hampton Township	409		
Hardyston Township	320		
Hopatcong Borough	298		
Lafayette Township	316		
Montague Township	266		
Newton Town	110		
Ogdensburg Borough	250		
Sussex County (Cont'd)	MDI Rank		
	292		
	442		
Sparta Township	442 225		
Sparta Township Stanhope Borough			
Sandyston Township Sparta Township Stanhope Borough Stillwater Township Sussex Borough	225		